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ABSTRACT

Alaska is in the paradoxical position of having more jobs available than people, and at the same time maintaining one of the highest unemployment rates in the nation. This report discusses the nature and skills of the unemployed and underemployed, and presents tables of demographic information. While a fair percentage of Alaskan native youth receive some vocational training, the utilization of this training is uncertain. It is believed that young adults (16-30 years of age) comprise the largest percentage of the native population that moves between the villages and the larger communities in a vague search for cash employment. With little awareness of the employment actually available and scant experience with established procedures for finding a job, many of these young people may remain outside the work-force. No accurate estimate is available of the number of rural women who should be included in potential work-force estimates. (MF)

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Joblessness in the Arctic: The Alaskan Parallel

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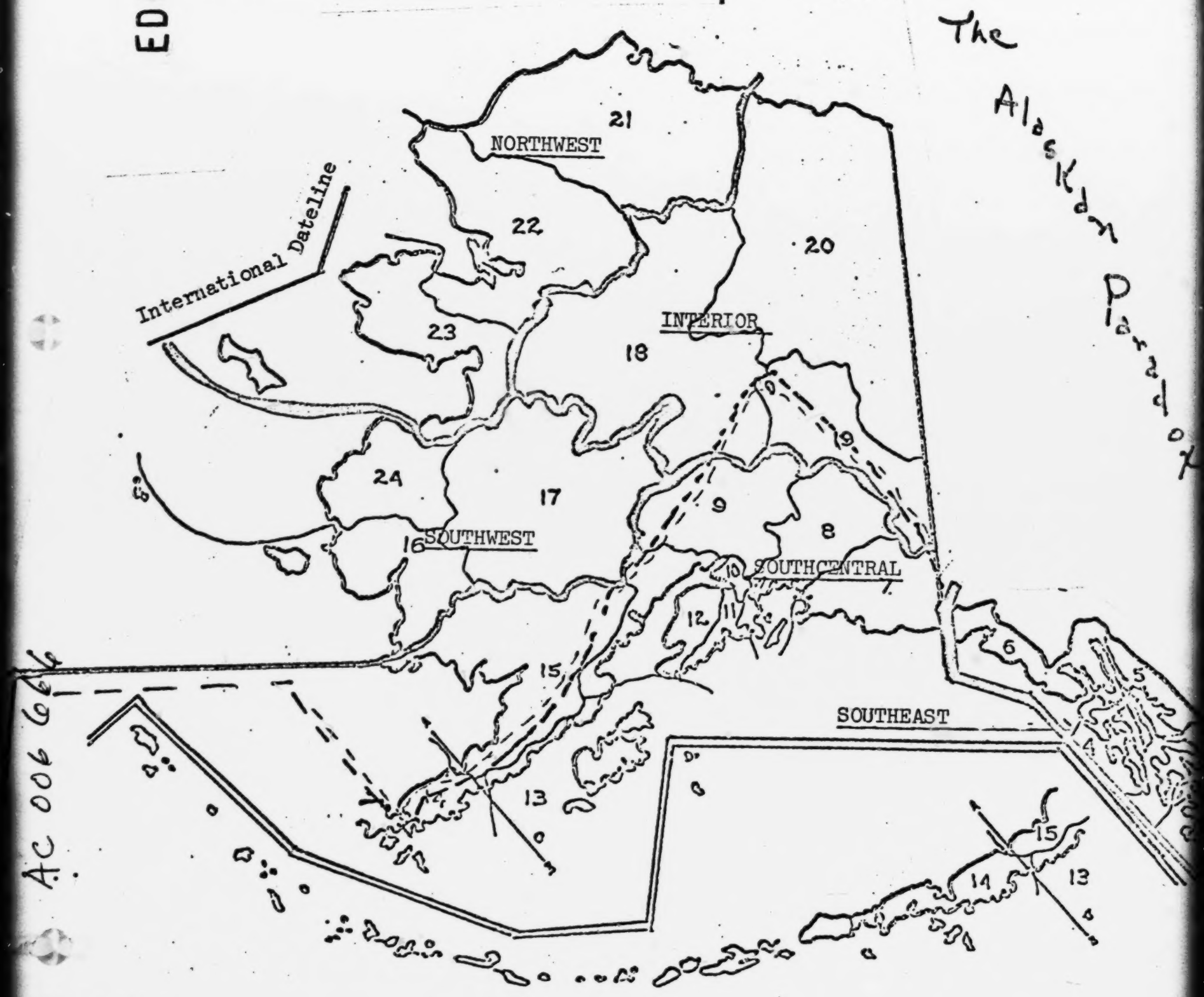

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JOBLESSNESS IN THE ARCTIC: AN ALASKAN MANPOWER RESOURCE

by

LAUREL L. BLAND

The initial objective of this report was to present a specific profile of the unemployed and jobless segment of the resident civilian Alaskan population. Civilian income and employment data for wage earning residents or transient workers is readily available from the Alaska Department of Labor if the workers are part of the recognized wage income workforce. This appears to include virtually all the wage earning persons available to the workforce except jobless Alaskan Natives. It soon seemed evident that it would be necessary to restrict the analysis to the Alaskan Native population if a new perspective on Alaskan manpower were to result. Chronic unemployment may exist for a number of non-Native residents, but the established ways and means of securing employment are generally known and available to these individuals. They are commonly registered on the Department of Labor records, if they are seeking employment, and their skills and job experience is reliably depicted. The lack of information about the potentials within the Alaskan manpower pool relates to the number and location of the physically able Alaskan Native youth and adults who remain outside the workforce for reasons beyond their control. Following is a general analysis of unemployment and joblessness among the Alaskan Native population based upon the various pertinent studies published by the Federal Field Committee, reports of the employment conferences held in Anchorage, 1967; Nome, 1968; and Fairbanks, 1969; the Adult Basic Education Needs Assessment for Alaska, 1969; and a series of interviews with informed sources in the Bureau of Indian Affairs and the Alaska Department of Labor.

TABLE I

MANPOWER TERMINOLOGY - DEFINITIONS

Note: Various individuals may properly be included in several categories

MANPOWER: Resident able-bodied persons over 16 years of age presently gainfully employed, or who in the normal course of events anticipate,or are anticipated to, enter gainful employment.

Manpower Potential: All inclusive covering utilized, under utilized and part time wage earners and the immediately anticipated entrents into the workforce -- including the handicapped and students now preparing for the world of work. Individuals included in the manpower potential may or may not be recorded in the workforce.

Manpower Pool: As above, except the individuals are presently available for employment or are employed for wages; and those not recorded in the present workforce statistics because the individuals are gainfully self-employed. Includes seasonal workers.

EMPLOYED: Individuals who are reflected in the statistics of the state Department of Labor as available for gainful employment and are presently working for reportable wages.

Self-employed: Individuals not part of workforce statistics, but who are self-employed in sufficient capacity to earn an income providing the minimum standard of living (according to national norms adjusted to Alaska).

Part-time Employment: Individuals reflected in workforce statistics who for any reason are not fully occupied in gainful employment. Included are those in wage-assisted subsistence economy.

EMPLOYABLE: Those who have some kind of skill demanded on the job market, but due to circumstances beyond personal control are not presently included in the workforce.

UNDEREMPLOYED: Individuals who may or may not be reflected in workforce statistics, those who work for wages intermittantly -- either because job opportunities are scarce, or those who are employed in occupational levels and wage categories well below for job performance ability. (the implication is qualitative not quantitative).

UNEMPLOYED: Individuals reflected in the state Department of Labor statistics as available for employment, but not presently working for reportable wages, or who are engaged part-time in marginal non-reportable self-employment (e.g. commercial fishermen, small business owner or operator).

JOBLESS: Individuals who technically have no saleable skills (according to occupational titles in the state and federal job description manuals), or who are generally referred to as "raw manual labor." These individuals are not included in the workforce data. Jobless does not imply that the individual is incapable of engaging in gainful employment, but reflects inability to enter the established workforce because of built-in barriers related to social skills, formal education, and place of residence.

The North Slope petroleum discovery that has affected the petroleum economy of the world can be expected to cause major changes in the familiar patterns of labor demand in Alaska. This is understandable since Alaska's history shows scarcely any permanent non-governmental economic base other than small local fisheries and sporadic colonial style natural resource extraction. Now, not only can Alaskans predictably look forward to an overall petroleum related growth pattern similar to that of other underdeveloped areas like Kuwaite, Lybia, Venezuela, or Alberta, Canada, but because of its expected wealth in natural resources, it can anticipate rapid industrial expansion in a number of parallel extractive or supportive industries.

The public mind and its extension, the bureaucratic machinery, are demonstrably slow to respond or accept sudden dramatic change in the status quo. Alaska is no exception. The state with the lowest per capita income for its disadvantaged population--predominately those of Alaskan Indian, Eskimo, or Aleut ethnic origin--appears slated to become one of the richest per capita income states in the nation. Whether or not Alaska's Native population continues to be one of the most impoverished groups of the North American population will depend to a large extent upon decisions now being made that relate directly to Alaskan manpower development. In spite of the state's initial receipt of nearly one billion dollars in oil lease sales, and anticipated minimum annual earnings of fifty million dollars accruing from that amount, most Alaskans are still attempting to adjust to the fact that they no longer have to rely upon the federal government to subsidize minimum necessities for public administration.

Through numerous spokesmen, the state of Alaska acknowledges that it is hampered in comprehensive social planning by incomplete and sketchy

demographic data. One area that has received considerable attention is related to Alaskan manpower potential. Much discussion seems to be focused upon how manpower can be developed and utilized from a viewpoint which considers the Alaskan population to be the state's most valuable resource. When present and future manpower management is reduced to basic issues of job opportunities for residents not now part of the wage economy, questions commonly asked are: "How many people who reasonably could be expected to become a part of the workforce are not included in the Department of Labor employment statistics?", and "Where are they?."

A survey of available literature fails to disclose any specific figures relating to the numbers of jobless persons in Alaska who are not self-supporting, yet are not part of the recognized manpower pool. Since the U.S. Census Report of 1970 will not be available until late 1971, there appears to be a need for establishing a reliable estimate, insofar as possible, for the number of resident persons presently excluded from the workforce accounting who may be available now, or in the immediate future for inclusion in the workforce. It further appears that a useful service would be to describe these segments of the adult population in areas of the state where unemployment is characteristically high, the general standard of living impoverished, and pressure is being exerted to include local residents in the state's manpower pool.

Over a period of two years, from March 1967 to April 1969, primarily through the efforts of the Alaska State Commission for Human Rights, attention has been drawn to the pervasive inequities and inadequacies in development and utilization of resident Alaskan manpower. The Commission has been responsible for three major conferences, each attended by 150 to 300 persons,

for the purpose of discussing the various aspects of manpower training and employment opportunities within Alaska. The participants—representatives of government, business, and private industry—after two or three days of deliberations, published a number of recommendations believed to be in the best interest of Alaskan workers. Attention was directed to all levels and all categories of Alaskan employment. Starting with state and federal impact on employment at the Anchorage conference, investigation was expanded to regional problems in later meetings held in Nome and Fairbanks. Subsequent emphasis was placed upon educational and job training programs needed by Alaskan residents--particularly Native people--that will qualify them to help fill anticipated labor shortages as petroleum related economic development begins to drain the presently available workforce. Concensus of opinion indicates that the greatest single entry-level resident manpower potential is to be found among the Alaskan Native population. It is within this group where the highest unemployment and lowest standard of living occur. It may prove opportune to Alaska that demands by Alaska Natives to enter the mainstream of the wage economy occurs at the same time the labor-intensive phase of economic development is made manifest.

Little quality education or occupational training was available to Alaska Natives prior to 1942, when the Native people represented nearly one-fourth of the total population of the state. As Alaska grew in strategic importance for national defense, many non-residents learned of the numerous opportunities for high paid short-term employment in the North. Some of these early construction and defense workers remained, and the federal homesteading program after World War II brough many new people who often moved directly into the workforce with readily saleable skills. These various

factors eventually combined to cause the Native-non-Native ratio to diminish to less than one-fifth the total population by the early 1960's. Recently government interest has focused on the apparent dilemma of high joblessness among a number of able-bodied Native people who are demanding participation in the wage economy of the state. According to accepted national norms for employment qualifications, many of these unemployed and jobless people have inadequate vocational training or academic education.

Presently the bulk of socio-economic and population information available about the Native population comes through a Presidential agency, the Federal Field Committee for Development Planning in Alaska (Federal Field Committee). Their publications, however, are often generalized descriptions of major social or economic problems and require further study to obtain a detailed description of unemployed or jobless persons within the Native population. At the present time an adequate computer based data correction and analysis system does not exist in the state. Until this becomes a reality--tentatively scheduled for the middle or late 1970's--reports such as this are prepared to provide a serviceable resource for comprehensive planning in vocational education and manpower management.

It has become apparent that statistical data upon which to base immediate or intermediate planning to improve employment opportunities for Alaska Natives is almost totally lacking. An apparent contradiction between the record and actual employability of Native people exists. Past employment history in Alaska indicates that whenever a national emergency or major federal agency construction project takes place in the more remote areas of the state,a number of Alaskan Native men and women are on the payrolls. It would seem that when labor demand is high and local workforce inadequate, the

Alaskan Native people have marketable skills; but when the job market is tight, the extant Native workforce potential is "not qualified." There apparently is little weight attached to residual skills presently retained by Native persons who, over the past twenty years, have worked on Public Health Service, Bureau of Indian Affairs, and economic development agency projects. It remains to be determined how quickly these retained skills can become marketable through upgrading or cross-training into occupational areas viewed as desirable by employers and potential Native employees. Economic development through petroleum impact on the local economy may dictate that every consideration be given to resident manpower potential before patterns of income and employment are set by industrial expediency. Forecasts by the oil industry indicate that the workforce demanded by that industry alone may permanently change the quantity and quality of skills demanded from the resident workforce. It presently appears that the workforce needed in the Alaskan operation will be similar in size to those involved in other major discovery areas, which is a large number of people when compared to Alaska's resident manpower population. When intended to guide vocational education and occupational training planning, the state's policy in relation to development of the resident manpower resource will henceforth be a major factor in determining what kind of jobs Alaskans will be qualified to hold or called upon to fill.

The Alaskan job market during the anticipated fifteen to twenty year minimum period the North Slope exploration and development labor and intensive phase is under way may precipitate a shortage in a number of occupational categories. Early indications are that shortages may first occur in entry level jobs. Many persons occupied in food handling, building and plant

maintenance, transportation, and heavy equipment operation are seeking better paying jobs in the oil field operation. This creates vacancies difficult for other employers to fill locally. These vacancies, as well as some of the oil related jobs, may offer a vehicle to reduce chronic unemployment. An intensive program to prepare persons with saleable skills but little experience in the wage earning occupations may reach the chronically unemployed adult during the period when other parts of the overall manpower training program are serving individuals with a longer life expectancy and a greater earning potential. During the forthcoming economic developmer' riggered by the oil industry, the less experienced workers in Alaska may be able to command a sufficient demand on the job market to obtain permanent gainful employment.

In recent years, Alaska's unemployment rate consistently remained at least double that of the nation. Pockets of seasonal unemployment in northwestern and southwestern Alaska may run as high as 60 per cent of the recorded workforce. Petroleum related activity in Alaska is causing a demand for wider diversity of occupations and a steady increase in the size of the resident workforce. The petroleum industrial journals are reporting a number of technological advances which make arctic and subarctic construction and related operations feasible throughout the year. These combined conditions may open the door for solutions to the seasonal and geographic patterns of chronic hardship-inducing unemployment in Alaska. (TABles II, III, + IV)

There is no reliable data available regarding Alaska Native male-female ratio by educational attainment, age category, and recorded or unrecorded wage-related income. There appears to be no consistent pattern to recording the data that is available so little has been done to relate or interpret Alaskan Native population characteristics to that of the total resident population.

TABLE II

MEDIAN FAMILY INCOME AND ANNUAL AVERAGE UNEMPLOYMENT RATE

Election Districts 11 through 19

1962-1965

ALASKA	MEDIAN FAMILY INCOME $	ANNUAL AVERAGE UNEMPLOYMENT RATE 1965	1964	1963	1962
ELECTION DIST. No 11 (formerly No. 13) Kodiak	7,051	5.3	8.3	7.7	6.9
ELECTION DIST. No. 12 (formerly No. 14) Aleutian Islands	5,703	9.7	8.8	7.6	7.5
ELECTION DIST. No. 13 (formerly No. 15) Bristol Bay	5,955	10.4	12.2	13.1	10.4
BRISTOL BAY AREA Part of Elec. Dist. No. 13 (formerly No. 15)	NA	-	-	-	-
ELECTION DIST. No. 14 (formerly No. 16) Bethel	1,745	29.4	28.8	29.8	30.7
ELECTION DIST. No 15 (formerly Nos. 17 & 18) Kuskokwim	2,692	28.6	30.6	30.5	26.2
Yukon	4,667	8.6	7.6	8.6	8.3
ELECTION DIST. No. 16 (formerly Nos. 19 & 20) Fairbanks	7,520	6.8	7.7	8.0	9.2
Upper Yukon	2,529	15.1	14.0	10.9	7.0
ELECTION Dist. No. 17 (formerly Nos. 21 & 22) Barrow	3,750	8.6	8.6	11.9	11.5
Kobuk	2,339	24.1	29.1	31.0	28.2
ELECTION DIST. No. 18 (formerly No. 23) Nome	3,523	21.1	22.2	24.0	21.5
NORTON SOUND AREA Part of Elec. Dist. No. 18 (formerly No. 23)	NA	-	-	-	-
ELECTION DIST. No. 19 (formerly No. 24) Wade Hampton	1,469	31.6	35.1	37.2	32.9

SOURCE: U.S. Department of Commerce, Maximum Grant Rates for Public Works Grants in Qualified Areas under the Public Works and Economic Development Act of 1965, Public Law 89-136 : 7-1-66

TABLE III

Comparison of Urban Versus Western Alaska (Excluding Nome) Civilian Per Capita Incomes, Based on Wage Income, Unemployment Benefits, and Welfare Payments[1]

	Calendar Year 1961	Calendar Year 1962	Calendar Year 1963	Calendar Year 1964	Calendar Year 1965	Calendar Year 1966	Fiscal Year 1967
URBAN ALASKA, consisting of:							
Anchorage Census District Fairbanks Census District Juneau Census District Ketchikan Census District	$2,410	$2,467	$2,562	$2,878	$2,953	$3,026	$3,118
WESTERN ALASKA (EXCLUDING NOME), consisting of:							
Kobuk Census District Wade-Hampton Census District Bethel Census District Kuskokwim Census District	$630	$602	$607	$609	$556	$575	$614
RATIO:							
Urban Per Capita Income1 to Western Alaska Per Capita Income1 (Excluding Nome)	3.8	4.1	4.2	4.7	5.3	5.3	5.1

1 Although proprietor's income and several other income categories are not reflected in the per capita income figures above, 80 per cent of all civilian income in Alaska is accounted for by the sources used. Therefore, it is unlikely that inclusion of all cash income would substantially alter the ratios of urban per capita income to that of Western Alaska. However, the ratios would be decreased by the inclusion of estimates for non-cash income from subsistence hunting and fishing. No such estimates are available, but it is known that subsistence activities are a very important aspect of the economy of Western Alaska.

SOURCE: Per capita incomes shown above are computed from civilian income data in Table 12 divided by civilian population estimates in Table 13.

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WESTERN ALASKA, consisting of: Kobuk Census District Nome Census District Wade-Hampton Census District Bethel Census District Kuskokwim Census District	$721	$689	$712	$729	$715	$709	$750
RATIO:							
Urban Per Capita Income1 to Western Alaska Per Capita Income1	3.3	3.6	3.6	3.9	4.1	4.3	4.2

1 Although proprietor's income and several other income categories are not reflected in the per capita income figures above, 80 per cent of all civilian personal income in Alaska is accounted for by the sources used. Therefore, it is unlikely that inclusion of all cash income would substantially alter the ratios of urban per capita income to that of Western Alaska. However, the ratios would be decreased by the inclusion of estimates for non-cash income from subsistence hunting and fishing. No such estimates are available, but it is known that subsistence activities are a very important aspect of the economy of Western Alaska.

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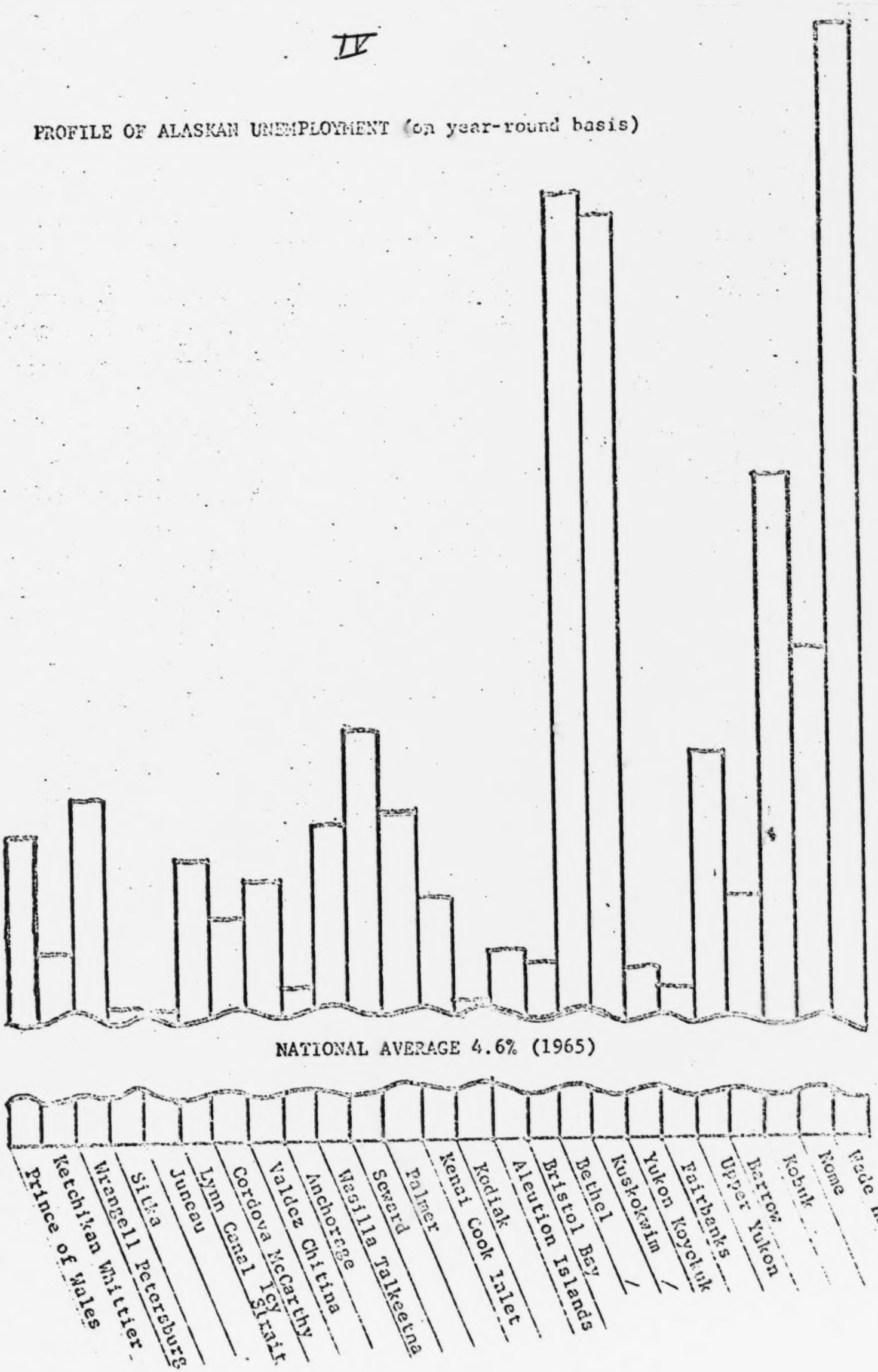
Source: ISEGR Alaska Review of Business and Economic Conditions, Vol. VI, No. 1, 1969

IV

PROFILE OF ALASKAN UNEMPLOYMENT (on year-round basis)



A readily observed characteristic of the Native population in Alaska is the accelerated increase of the 16 through 45 year-old group--the "wage-earning years." At the present time official statistics related to Alaskan manpower are recorded in Alaska Workforce Summary reports published periodically by the Alaska Department of Labor. Computations are based upon national guidelines in reporting procedures and widespread local data collection is hampered by budgetary restrictions. As a result, much of the manpower in the Bush regions which might correctly be classified as "unemployed" or "jobless" is not incorporated in the officially recognized manpower resource data. (Tables 1, 1B+3)

A large proportion of the recorded rural manpower is underemployed or engaged in part-time work which supports a substandard subsistance-geared style of living. Individuals engaged in this type of employment may be proficient in skills needed in the general economy. Current patterns of job discrimination and seasonality of labor demand does not afford the means for accurate accessment of levels and types of occupational skills held by the unrecorded cash-income employee.

It is known that a fair percentage of Alaskan Native youth has received some vocational training. Where they are now located, or to what extent they have utilized their training is largely a mystery. Informed opinion supports the speculation that most of these young people are either back in the villages--unhappy and unproductive--or they are struggling with menial jobs offering little worthwhile future. It is believed that young adults between 16 and 30 years of age comprise the largest per cent of the Native population that

moves between the villages and the larger communities in a vague search for cash employment. With little awareness of the employment actually available and scant experience with established procedures for finding a job, many of these young people may remain outside the workforce. The Department of Labor, the Alaska Federation of Natives, and other agencies are currently seeking to locate and classify, by types and skill levels, all residents available to the workforce. Job counseling opportunities for Native youth are rare since pre-vocational guidance and job counseling are virtually nonexistant in the schools of the smaller communities and residents are unaware of such work related services.

At this time it is impossible to make more than an educated guess regarding the number of rural women who should be included in potential workforce estimates. Little opportunity has existed for reportable income female employment in the Bush areas. Many women, however, are known to be engaged in local forms of "cottage industry." This consists of bartering indigenous foods or handicrafts for goods and services between individuals, and between individuals and the local merchants. Public oppinion to the contrary, unrecorded and highly exploitive forms of bartering between town traders and the village residents is a wide spread practice throughout the state. This method of gaining small amounts as cash or desired goods is so common, and traditionally kept clandestine, that it can only be roughly estimated. Casual references in the literature indicate that at least 50 percent of the women in the villages engage in some form of cottage industry to supplement the family income. Bartering of labor or handicrafts by both sexes is so widespread that only a massive professional survey could provide a reliable dollar estimate of the goods and man hours involved. Investigation may disclose the mental and manipulative skills required in such occupations that may be transferred or adopted to job requirements or job training.

It is grossly inaccurate to consider only those job seeking workers recorded in the Alaska Workforce Summaries as the only employable unemployed people in the state. Many rural residents, in any location, do not automatically utilize the established service agencies for employment assistance. Therefore, many job seekers are never listed with the appropriate record keeping agencies, even though they may make extensive casual job inquiries of employers and friends. A lack of sophistication in job seeking procedures and limited communication skills may deter even the most self-confident appearing individuals. These individuals do, however, become categorically jobless or unemployed persons although they are not officially recorded as such. Approximately 7,700 addition potential wage earners may be found among the jobless residents presently unreached by the established procedures for worker recruitment. A process of applying current findings about regional patterns of family economy and life styles makes it possible to describe where the majority of the unemployed or jobless Alaskans may be located.

~~(Insert Tables 5 and 6)~~

TABLE 1 - A

ALASKAN NATIVE POPULATION[1]
WORKING AGE POPULATION ESTIMATES

Fiscal 1970

Part 1

Age Groups 1967

A.	Less than age 14 (40%)	21,276
B.	14 to 35 years of age (27%)	14,361
C.	35 years of age plus (33%)	17,553
	Total Population	53,190

Youth and Adult Population
1967

Age 14 up	31,914

Part 2

Age Groups 1969[2]

A.	Less than age 16	23,616[(3)]
B.	16 to 37 years of age*	14,361
C.	37 years of age plus*	17,553
	Total Population*	55,530

Gross Working Age Population
1969

Age 16 up	31,914

* Does not allow for decrease from natural causes or increase from in-migration

SOURCE:

[1]Federal Field Committee for Development Planning in Alaska, Villages and Other Places Having a Population of 25 or More, Estimates 1967.

[2]Federal Field Committee for Development Planning in Alaska, Alaska Natives and the Land, quoting George W. Rogers, Alaska Regional Population and Employment, 1968, p.9.

[3]The average annual increase of the Native population according to the second reference cited, for the period 1966 to 1969 is figured at 5.5%. This total, 2,340, was added to the under age 16 age group to allow for gross population increase in the two year period being projected. A more detailed analysis of the population characteristics would require additional refinement and adjustment, but this figure differs only by 80 persons from the 1969 village census report published by the Federald Field Committee and may reflect a slightly higher birth rate for the 3-year average.

TABLE 1 - B

Part 3

Alaskan Natives Presently in Workforce

Jobless, Unemployed [4] and Underemployed

16,000 to 17,000 in workforce

50% to 60% unemployed September to March
20% to 25% unemployed April to August

Reduced Using Mid-point of Above

16,500 in workforce

55.0% = 9,075 unemployed 9 months of year
22.5% = 3,710 unemployed 12 months of year
TOTAL 87.5% =12,785 Quantitative and Qualitative Manpower Potential presently in workforce

Total Workforce Potential
Adult Native Population - Estimates

47% = 11,415 employable (jobless)
38% = 9,075 unemployed in recorded workforce
15% = 3,715 fully employed
100% = 24,205 Total estimated manpower potential

SOURCE:

[4]Federal Field Committee for Development Planning in Alaska, Alaska Natives and the Land, 1968, p. 12.

TABLE 3

DISTRIBUTION OF THE ALASKAN NATIVE POPULATION
BY CENSUS DISTRICTS

ESTIMATES 1967

	Communities of 25 or More Total Native Population	
Census Districts 1 - 6	10,790	Southeast Alaska
Census Districts 7 - 15	14,375	Southcentral Alaska
Census Districts 16-17-24	12,315	Southwest Alaska
Census Districts 18-19-20	6,355	Interior Alaska
Census Districts 21-22-23	11,515	Northwest Alaska
TOTAL	55,350	

Major Centers of Native Population

Census District	Name	Native Population	% of total
10	Anchorage	4,000	3.5
19	Fairbanks	2,180	4.5
5	Juneau-Douglas	1,850	14.3
2	Ketchikan	1,900	10.0
13	Kodiak	650	18.8
16	Bethel	1,750	87.5
23	Nome	1,950	69.6
22	Kotzebue	1,750	93.3
21	Barrow	1,800	87.8

Source: Federal Field Committee.

For the past thirty-five years, individual Alaskan Natives have received considerable occupational training in public schools, training institutions, training programs, and while privately employed. Approximately two generations of Alaskan Natives have been arbitrarily assigned to vocational training based on forecasts of national patterns of employment needs with the expectation that the successful would relocate and the failures would be sustained by welfare payments in Alaska or elsewhere. It appears a number of the Alaskan Natives, after completing training programs, have preferred to return to their homes, although job opportunities calling for their newly acquired skills did not exist in Alaska. It is reasonable to assume that a majority of the Alaskan Native adults under the age of 45 years has sufficient mechanical and technical skills to be considered employable, qualified for cross-training, or eligable for new career training. It is generally accepted that residual skills do exist to a considerable extent among the older Alaskan Natives of both sexes. These may be retained from employment in defense related construction and troop outfitting, cannery jobs, and remote building projects for federal agencies. Marketable skills have also accrued through the remarkably high Native enlistment rate in the Alaska National Guard. This has provided a valuable foundation in numerous technical skills among Native men of all ages.

The portion of the Alaska Native population between 16 and 45 years of age is expanding at a faster rate than any other comperable group in the United States. Extremely high joblessness and unemployment are found in this segment of the Alaskan population. The entry of youth into the adult portion of the Alaska Native population can be expected to continue at an accelerated rate until at least the early 1980's. Approximately 21,000 young Alaska Natives

will enter the wage earning ages between 1967 and 1981. Little planning has been executed that will provide a range of choice in Alaskan oriented occupational training or exployment opportunity for this group of individuals.

Historically and traditionally, Alaskan Native people have preferred to remain rooted in Alaska, although they are willing to undergo reasonable temporary relocation outside the state for purposes of training or education. Permanent relocation appears to be largely circumstantial. By implication (Table II) it appears that the jobless individuals are concentrated in the Arctic and subarctic areas of Alaska. The highest consistent unemployment rate is found in an area north and west of the Alaska Range except for a narrow corridor along the railroad between Anchorage and Fairbanks. The portion of the Alaska population with self-perpetuating education and employment disadvantages resides in this same area.

Demographic studies indicate a continual increase in this population in spite of a diminishing birth rate. Current research indicates that village residents are a highly mobile group. A growing number of Alaska Natives are consistently recorded on the urban population surveys. It appears, however, that a high turnover exists among specific individuals who make up the Alaska Native segment of any particular urban community. This situation may occur because many village people of wage-earning age frequently appear in the cities for extended periods of time for medical and welfare services, social reasons, or in search of employment. The appearance of these individuals, or an entire family, often coincides with the end of subsistence-hunting or fishing seasons, or on the heels of a rumor that a large number of entry jobs are available in town. The length of stay in a city depends on circumstances ranging from completion of personal taska -- or success in finding temporary employment -- to the

inability to raise the plane fare back home. The pattern of exploiting the city as a resource to supplement the limited resources of the residential environment may be an Alaskan Native adaptation to the commuter patterns familiar to urban dwellers.

Analysis of village and urban population trends indicate that rural residents of the wage-earning ages are migrating at least temporarily to the larger population centers at a steadily increasing rate. Perhaps, in part, because the villages cannot adequately support the expanding population, Native population concentrations in Anchorage, Fairbanks, Ketchikan, Juneau, and Sitka appear to be expanding regardless of the time any one individual or family may actually remain in the city. The high concentrations of Native population at Barrow, Nome, Kotzebue, and Bethel are also growing at a visible rate. This places the individuals in closer contact with employment and training opportunities -- when those opportunities exist -- and may facilitate manpower training and workforce employment.

Agency policy tends to support this trend to urbanization by locating outpost employment and welfare assistance in communities where the Native adult population appears to be rapidly increasing. The Department of Education has not presently implemented the same approach for rural-centered Adult Basic Education and Vocational Education. There may now be sufficient data to recognize future demands for manpower which can provide a realistic guide in programming vocational guidance and job training for the non-urban areas. State economic development policies in petroleum-related industrial development may present a heavy demand for indigenous manpower over the next few decades sufficient to justify extensive investment in non-urban vocational education.

This report illuminates a situation passing unnoticed because it is not readily apparent and only partially reported. Realistically, little can be done to alter the general joblessness of the older adults now classed as "unemployable" because of a preferred residential location or the inability to speak English. People who want to work, but cannot because they lack sophisticated skills, do not cease to be jobless. Some of the Alaskan Native manpower potential may never join the wage economy. Nevertheless, basic education and some vocational education should be made available to all Alaskan Native communities as an investment in human resource development. Awareness of employment or educational opportunity--and the advantages and disadvantages of the different ways of earning a living--are essential to the welfare of the coming generation of wage earners. Vocational training or occupational choice is often determined by approval of associates. An understanding of the scope and limitation in occupational choices afforded to the Alaskan workforce is essential to a future reduction in joblessness and chronic unemployment. Those responsible for comprehensive manpower development in Alaska must first seek to describe the most accurate projections possible, based upon predicted industrial growth and its relationship to the population expansion. The state may then need to consider the feasibility of a massive and thorough program to develop the ways and means to bring vocational counseling and job-training to the unemployed or jobless individuals no matter where they may be located.

The state of Alaska has recently launched a comprehensive small community manpower survey. It is a project presently estimated to take two or three years for completion. The Alaska Federation of Natives, the Alaska Bureau of Indian Affairs, and other organizations are also attempting to collect information concerning training accomplished, skills, and availability of rural

residents to be matched with present employment opportunities. Some surveys may be limited in application since they may be motivated by special interest or political pressure groups. Nevertheless, in an area where there has been no information at all, combining and evaluating the various reports may clarify both quality and quantity of potential manpower input from the Native population. Recent response in manpower management has tended to be a reaction to a localized labor need; and a short topic-centered training program to place individuals on work-generating projects has resulted. The danger inherent in such practices, no matter how well intentioned, is that they may ultimately reduce the overall quality of the resident workforce and limit the job opportunities afforded the resident manpower. Economic development and population expansion require long-range planning realistically based on protected industrial expansion and a progressively oriented society to assure individual freedom of choice in making a living. Until such time as all publicly funded agencies, corporations, and cooperatives, as well as local volunteer groups and private concerns engaged in human resources development find the means to pool their income-related statistical information, little will be accurately known about the rural manpower potential.

In the interim, sufficient evidence is found to establish some reliable estimates of the jobless and unemployed population among Alaska Native residents at the start of fiscal 1970. Updating 1967 figures for the Alaska Native population as published by the Federal Field Committee provides crude estimates within age brackets that are useful in describing the manpower potential within that population. At the start of fiscal 1970, the total adult Native population (16 years of age and older) is approximately 31,915, with 14,361 being between 16 and 37 years of age. Of the total number, 700 persons

are considered overage or sufficiently disabled to be unemployable. An estimated 16,500 individuals are recognized to be in the workforce. This leaves 15,415 working-age adults unaccounted for on income and wage employment records.

A Summary Report of Alaskan Natives Labor, compiled by the Bureau of Indian Affairs for the years 1965 to 1968 indicates that a little less than 50 per cent of the adults do not choose to be employed for wages. To permit estimates used in this report to be under, rather than over, the actual figures, the gross number of adults that are not available to the workforce are arbitrarily listed as 50 per cent of the working-age adults plus the overage and disabled. These 7,710 persons are believed to be gainfully self-employed, providing home care for dependents, or engaged in self-supporting subsistence processes. The remaining 7,705 persons may be described as "jobless" since they have no reported means of cash support and do not appear to be part of the established subsistance economy. Combined, the chronically unemployed and jobless Native persons equal about 11,415 individuals out of 31,915 working-age adults. Informed opinion indicates that the 55 per cent of the Native workers earning reportable wages are permanently retained in entry level occupations or, for relatively short periods of time, are engaged in manual labor. This represents 9,075 underemployed or chronically unemployed and 3,710 jobless persons. The manpower potential contained in the Alaskan Native population is both quantitative and qualitative. There are 12,785 persons presently part of the workforce who are either not being fully employed on a twelve month basis or who are working at whatever jobs they can obtain. An additional 7,705 jobless persons are outside the recognized workforce. The Alaska Department of Labor Small Community Survey reports tend to support

the opinion that there exists among the Native population a greater proficiency and diversity of skills than those reflected by public record. Early findings tend to indicate that job qualifications requiring minimum years of formal schooling or achievement on complicated written tests designed for urban residents as prerequisites for employment may have, in fact, prevented a number of potentially productive resident job-seekers from entering wage income employment. Thus, it appears a little more than 20,000 Alaskan Native people occupy the fringes of the Alaskan wage economy or are excluded from manpower resource development.

(Table 1)

TABLE 7

MANPOWER POTENTIAL -- ALASKAN NATIVE ADULTS

ESTIMATE FISCAL 1970

Jobless, Unemployed, Unemployable
(Rounded to nearest 5)

A.	Total Adult Population		31,915
B.	Not included in workforce		-15,415
	1. Self-employed or by personal choice	-7,010[1]	
	2. Disabled or over-age	- 700[2]	
	3. Available to workforce-Jobless		+ 7,705
C	Recorded in workforce		-16,500
	1. Chronically unemployed or underemployed	9,075	
		= 87%	
	2. Jobless in workforce	3,710	
	3. Gainfully employed	-3,715	+12,785
	ESTIMATED AVAILABLE WORKFORCE POTENTIAL		20,490

[1](Alaska) Summary Report of Native Labor, 1967-1968, Bureau of Indian Affairs, U.S. Department of Interior, Unpublished.

[2]Bland, Laurel L., Adult Basic Education Needs Assessment for the State of Alaska, prepared for the Alaska Department of Education, 1969.

The farther north and west employment and income statistics are generated, (discounting Anchorage and Fairbanks) the more markedly local unemployment and job ratios rise. Most of the northern Native population is found in small semi-remote villages. As noted previously, the larger Native communities are increasing in adult population. According to cumulative Alaska Department of Labor reports there is little positive change in the Native-related unemployment reports for any given area of this region. This places the greatest majority of the unemployed and jobless Alaskan Natives as residents in the arctic and subarctic areas of Alaska.

There is a need to provide all citizens of Alaska with a full range of choices of occupational training which can lead to rewarding and dignified employment. Some concern should be extended to the immediate needs of new industrial development by acknowledging requirements for short-term intensive training in those occupational areas that will require large amounts of minimally and semi-skilled manpower. Petroleum related economic development in Alaska can be expected to foster economic growth patterns similar to those found in Canada since 1948. Change in Alaska from a virtually baseless economy to one with a firm industrial foundation may create a correspondingly dramatic change in the internal demography and socio-economic dynamics of the state. The changes may be similar to those found in Alberta and British Columbia with their much smaller petroleum discoveries. The changes that can logically be expected to occur in population concentration and manpower demand must be approached conceptually in an integrated fashion if training and education are to serve the needs of the individual as well as the economy.

It is unrealistic at this time to attempt to establish estimates for the predicted non-Native population growth rate for the state. The highly

transient nature of the non-Native Alaskan population is well established. A general population increase resulting from natural-increase-plus-in-migration caused by petroleum related industrial development appears to be inevitable. There is sufficient evidence to support a conclusion that part of the seasonally or part-time employed Alaska Natives may lack formal training and are therefore underutilized. The problem of providing adequate vocational training opportunities to those already at a wage earning age is formidable; but it may not be impossible. Many factors involved in supplying the labor demanded by industrial and economic development will compete for public and government pressure in support of special interests. Joblessness in the less developed regions of Alaska may be one of the critical issues to be faced in the state's effort to distribute its new wealth to improve the quality of Alaska life and concurrently to balance the various demands for an immediate labor supply.* To make vocational education and training opportunities available to Native youths just entering the wage earning ages -- particularly the large number who drop out of school around the eighth grade -- may become a socio-economic necessity to control needless unemployment. This would require extending those wage-income generating programs now available to youth and adults in the urban areas to the more isolated communities by adapting methodology and recruitment systems to procedures appropriate for the people they are intended to reach. Only in this manner can Alaska hope to reduce, rather than expand, the present paradox of having more jobs available than people, while maintaining one of the highest unemployment rates in the nation. (Tables 5+6)

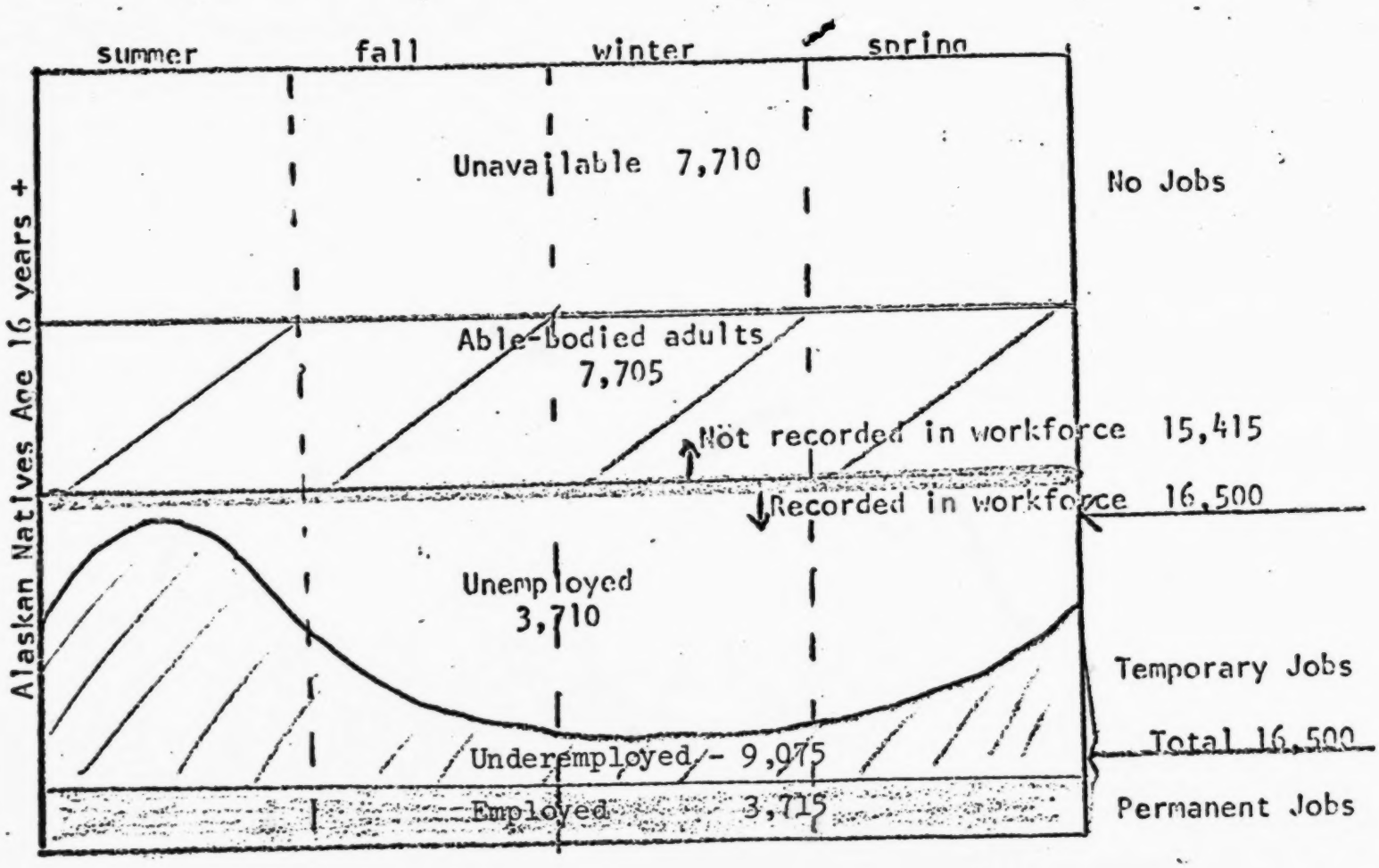
*The less articulate and more isolated portions of the potential work force may be pushed aside by the strong competition from increased migration of "outside" workers and the urgency felt by contractors to fulfill contract obligations.

Table 5

ALASKAN NATIVE

WAGE-INCOME EMPLOYMENT DISTRIBUTION

Estimates Fiscal 1969*



SOURCE: Federal Field Committee for Development Planning in Alaska, Alaska Natives and the Land, with figures superimposed from Joblessness in the Arctic.

*Does not include 1969 Fire-fighting employment.

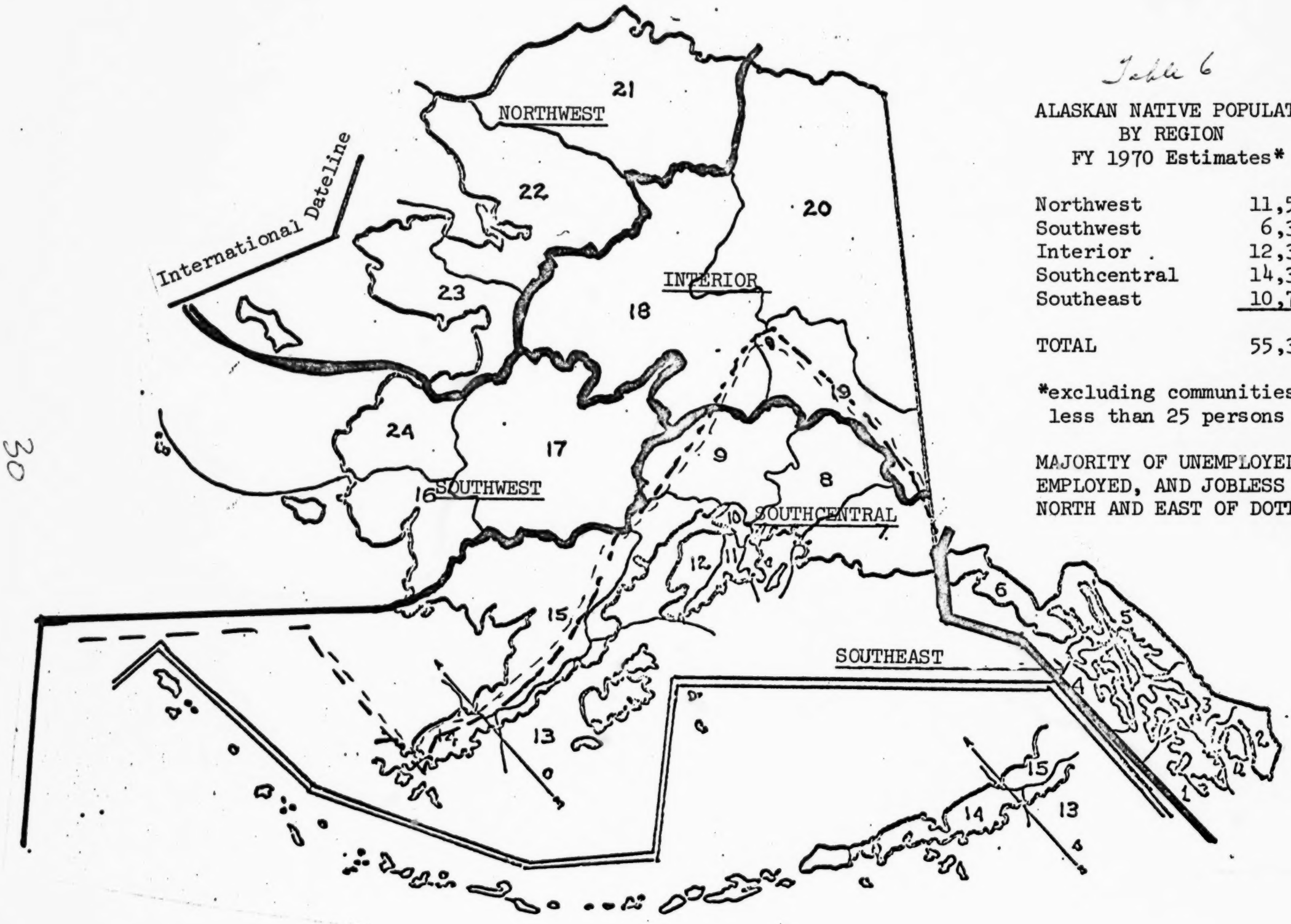


Table 6

ALASKAN NATIVE POPULATION
BY REGION
FY 1970 Estimates*

Northwest	11,515
Southwest	6,355
Interior	12,315
Southcentral	14,375
Southeast	10,790
TOTAL	55,350

*excluding communities of less than 25 persons

MAJORITY OF UNEMPLOYED, UNDER-EMPLOYED, AND JOBLESS RESIDE NORTH AND EAST OF DOTTED LINE.

SOURCE: Federal Field Committee for Development Planning in Alaska

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